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ABSTRACT

Results of a six-year pilot program in community resource development, carried out in the five-county Central New York planning region are summarized. The program, administered by New York Cooperative Extension, involving Extension Service of U. S. Department of Agriculture and Colleges of Human Ecology and Agriculture and Life Sciences at Cornell University, utilized community education regionally to improve effectiveness of comprehensive regional planning and development. The program was scrutinized closely and evaluated thoroughly on several occasions. Much of the final year was devoted to analyzing and projecting program results. This study reports on one aspect of this evaluation - testing the program's experience for transferability to other regions. Conclusions are reported from: (1) impressions of the transferability of MIDNY's experiences, (2) implications to New York State Cooperative Extension, and (3) suggestions to the Ad Hoc Committee on Regional Development in the Greater Egypt Region of Southern Illinois. (Author/NF)

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MIDNY -- CASE STUDY # 11

Testing the MIDNY Project Pilot Results in The Greater Egypt Region of Southern Illinois

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Testing the MIDNY Project Results in the
Greater Egypt Region of Southern Illinois[1].

by

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Community Resource Development

CONCLUSIONS

This report summarizes results of a study carried out in a five county planning region in Southern Illinois. Readers will view results from a variety of perspectives. For example, there is its relevance to regional situations in other states, its meaning to Cooperative Extension in New York State, potential for leaders in the Central New York Region, guidance to the regional development Ad Hoc Committee in the Greater Egypt Region, and possible benefits to agencies in Southern Illinois involved in various aspects of community development. It should be noted that, while the study was undertaken in the Greater Egypt Planning Region, it is not a regional planning study. Rather this was a study to explore the transferability of results of the six year MIDNY Project.

Since the study was an integral part of a thorough year-long evaluation of a Central New York regional program (MIDNY), the report may have only limited meaning to individuals not familiar with the background of this six year pilot project. Interested readers are urged to analyze supportive program evaluative materials.[2]

To aid the reader, conclusions are reported from three perspectives:

1. Impressions of the transferability of MIDNY's experiences.
2. Implications to New York State Cooperative Extension.
3. Suggestions to the Ad Hoc Committee on regional development in the Greater Egypt Region of Southern Illinois.

Transferability of MIDNY's Experiences:

As described later, conditions in the Greater Egypt region are considerably different from those in Central New York. Living with chronic economic hardship has become a way of life in Southern Illinois. Agency professionals, and other leaders of the region, have adapted to these conditions to the extent that substantial governmental programs have become an expected element in the regional economic and social system.

At the same time, goals and objectives of governmental programs analyzed in the study frequently seemed hazy, even to workers who carried them out.

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1. Study was carried out by the author while on study leave January-April, 1972 from Cornell University, at the Community Development Services of Southern Illinois University in the Greater Egypt Planning and Development Region of Southern Illinois (Jefferson, Franklin, Williamson, Jackson, and Perry counties).

2. A descriptive paper, case studies, working papers, and other evaluative materials can be obtained from Cooperative Extension, Community Resource Development, East Roberts Hall, Cornell University, Ithaca, N.Y. 14850.

Needs for which programs were established still exist throughout the region. However, concrete, well defined and easily articulated goals and objectives for meeting these needs regionally apparently do not exist.

Contrary to Central New York, which has the City of Syracuse as a hub, there is little focus on "region" in Southern Illinois, and little apparent movement toward regional solutions to locally perceived problems. Rather, the region over the years has attracted an array of public programs---all worthy and needed, but seemingly ill-coordinated and lacking in regional purpose.

These conditions in the author's view, would favor the type of program carried out in Central New York. A spirit of cooperation exists in Southern Illinois, as pointed to later in the report; and local leaders have worked successfully with agencies on a number of successful regional projects. A community educational program focused on "region" should succeed---highlighting the regional nature of many complex contemporary problems, and on regional organization to strengthen planning and development.

Obviously some alterations of the MIDNY approach used in Central New York would be needed, to fit differing regional conditions. Time would be required to find the appropriate niche from which to operate effectively, and gain the necessary trust and support of many existing agencies and organizations. It must be recognized that advancing new ideas or program approaches in a region having a high existing input of governmental programs will meet with a certain amount of defensive resistance. Also establishing a regional program in an area concerned primarily with local community problems, would take time.

Finally several potential competing organizations were active in a variety of community development efforts in Southern Illinois at the time of the study. A history of inter-agency competition for program resources and public support to meet felt needs hampers cooperation somewhat. These conditions would suggest the possibility of coalition approaches, perhaps coordinated by a consortium of involved institutions or community development professionals.

Based on this study, one can speculate that major elements of the MIDNY experience would be relevant to other regions throughout the country. This would be particularly true in situations where the nature of problems dictate regional solutions, and the need for regional organization to better coordinate governmental response to locally perceived problems.

The time that would be required to institute and develop an effective regional education program is a moot question, and undoubtedly would be affected by a number of factors. The six years of pilot experience has demonstrated processes that should conserve time normally spent in "trial-and-error" approaches. This author believes that two years would be needed in Southern Illinois to gain acceptance, and to develop an effective regional program. An educational program anywhere would have to be tailored to the area conditions, and somewhat modified by a program director to maximize the specific talents of the potential staff.

While not directly related to the study, the author made an input into a review of potentials for a MIDNY type program in the Chicago area. The review involved staff of the Illinois Cooperative Extension Service and the Northeastern Illinois Planning Commission (NIPC). In that instance, the potential for the approach utilized in Central New York was grasped rapidly and applied almost immediately.[3]

An important consideration to utilizing the MIDNY experience elsewhere is the matter of method of transfer. While much is documented in a variety of reports, few persons in a transfer position have had exposure to the program, or involvement in the actual experiences so familiar to the MIDNY staff. This would seem to be a problem worthy of serious consideration, if full benefit of the six year pilot program is to be realized.

Speculation for New York State:

The author was faced with the problem of exploring results of a complex educational program of nearly six years duration in a very short period of time, with regional leaders essentially unfamiliar with the MIDNY experiment. Because of this limitation, the author frequently employed encounter techniques in small group situations, a technique which might have been resisted under other circumstances. The author became the "devil's advocate" in activities of the ad hoc committee, and in other situations, absorbing some of the ire kindled by the study.

Leaders were urged to express their feelings frankly, and to bring out frustrating interpersonal and interagency problems openly where they could be dealt with. Though this may have created some ill-will toward the study, it seemed to improve communication among the agency professionals involved in the study. It also exposed some problems which may have been avoided in the past---especially in the area of conflict in goals for regional development, and how to pursue them.

The deliberate focus on regional issues and interpersonal problems drew attention away from programs. This may have helped free those involved with the ad hoc committee from the need to defend program efforts and agency's vested interests. It enabled a closer look at some agency related problems which hampered progress in the region.

It is the belief of this author that greater attention in New York State might be placed on complex regional problems, through recently established regional Community Development Committees. In the process, public agency professionals should be encouraged to explore interagency conflicts and potentially incompatible program objectives and processes. Agencies must analyze current programs in light of needs identified by extensive regional planning efforts of the past five years.

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3. The author participated in a "MIDNY experience" seminar at the University of Illinois, February 22, conducted by Community Resource Development coordinator Harvey Sweitzer, of Cooperative Extension. Philip Peters, director of Planning for NIPC took part, speaking of his experience with MIDNY while with the Syracuse district office of the N.Y. State Office of Planning Services.

In a follow-up, the author spent two days in Chicago counseling with NICP staff and personnel of the Illinois Cooperative Extension Service.

The testing of MIDNY's experience in Southern Illinois has uncovered important implications of the MIDNY Project to other regions in New York State. Also experience gained in "process", both in the program and its testing, should be articulated to the Extension organization for possible utility in other program areas.

Suggestions to the Ad Hoc Committee on Regional Development:

The author is especially indebted to the handful of agency professionals in the Greater Egypt Region of Southern Illinois who participated as an Ad Hoc Committee on Regional Development. This effort helped expose and explore complex interpersonal and interagency problems which hamper more effective regional use of public programs. The committee's spirit of cooperation, and helpfulness to an "outsider", was an indication of the dedication of agency professionals involved in public programs in the area.[4]

Results of the Ad Hoc Committee activities were contained in summarizations of the three committee meetings. In addition, several suggestions are listed below, from the perspective of this participant, following the limited four month exposure to the region:

1. The core group (program committee) should continue to function. It might explore issues raised by the group at the three meetings, and described in this report. As seen from this perspective, a major challenge is to come forth with an effective regional development process.

   This process must focus on regional problems, and seek ways to direct agency program input into regional solutions. It must reconcile differences in perceived goals now being pursued by a variety of programs involved in comprehensive planning, social services, industrial development, political decisions, natural resource management, and community development.

2. In addition, the core group could encourage appropriate agencies and institutions to initiate community education. This education should be carried out regionally, to focus public attention on regional problems. The effort should also encourage informal regional organization and communication among agency professionals, to reduce "boundary maintenance" problems.

   Several persons referred to personality clashes and past program conflicts in explaining interagency differences at the time of the study. While not disagreeing, this author believes the underlying problem is inadequate regional organization to link together more closely governmental programs. More effective organization would permit analysis and resolution of interagency differences which confront programs attempting to respond unilaterally to complex contemporary problems. This problem came up repeatedly in meetings of the Ad Hoc Committee.

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4. The term "agency" professional, or agency representative, is used throughout this report. It refers to the professional administrators of a wide variety of state and federal programs concerned with economic development, natural resource management, and social services. See Appendix B for examples of such persons.

Any effort is worth exploring which will increase program effectiveness. Strengthened interagency communication might reduce a tendency to be defensive of program, based on past competition for funding resources and public recognition. Even in this region of substantial public response to obvious problems, regional problems far surpass available program resources. A challenge may be to reorient traditional state and federal program efforts more directly to specific regional problems, identified by regional planning efforts.

3. Finally, all members of the Ad Hoc Committee should study this report, support the core group, and meet again in a year to analyze possible progress. The advent of State government reorganization, increased emphasis on social planning, construction of a state office building, and growing awareness of the need for new approaches to "participation" in regional development, all favor innovativeness in the way public agencies pursue their program responsibilities. Progress can frequently be made at times of rapid change, high frustration, and dissatisfaction with the status quo.

BACKGROUND

The MIDNY Project[5], a six year pilot program in community resource development, was carried out in the five county Central New York planning region. The program utilized community education[6] regionally to improve the effectiveness of comprehensive regional planning and development. The program was administered by New York Cooperative Extension, involving the Extension Service of the U.S. Department of Agriculture, and the Colleges of Human Ecology and Agriculture and Life Sciences at Cornell University.

Being a pilot project, the program was scrutinized closely and evaluated thoroughly on several occasions. In addition, much of the final year was devoted to analyzing and projecting program results. This case study reports on one aspect of this evaluation---that of testing the program's experience for transferability to other regions.

The Extension Service of USDA, which provided most of the funding during the six years, was interested in potentials for using the project's findings in its work with other states. Cooperative Extension in New York saw opportunities to utilize the project's experiences elsewhere in the state, in response to contemporary problems brought on by technological advancement, urbanization, and the emergence of the post-industrial era.

This author had been with the MIDNY Project from its initiation, and had given leadership previously in Southwestern New York to a pilot program in rural resource development. A four month study leave was arranged to accommodate the need for a "retreading" in the community development field, and to study the transferability of the MIDNY experience to another region.

The Community Development Services of Southern Illinois University, in Carbondale, Illinois, was selected for the combined graduate program and special study. The

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5. For futher details see leaflet entitled Cooperative Extension MIDNY Project, N.Y. Colleges of Agriculture and Life Sciences and Human Ecology, Cornell University, Ithaca, N.Y. 14850.

6. A process somewhat similar to that described by Austin E. Bennett as "Community Development Education"--Reflection on Community Development Education, Cooperative Extension, University of Maine, Orono, Maine 04473.

five county Greater Egypt Planning Region, with planning offices in Carbondale, provided a focus for the study.

To the extent possible, the graduate program and study were meshed, to take advantage of University staff resources and facilities during the winter---January through April 1972.

SETTING:

Although program efforts have adjusted from time to time, to meet changing needs of the area, the Community Development Services of Southern Illinois University has been in operation continuously since 1953.

The Community Development Services proved to be an excellent base of operations for t the study. This author was given freedom to develop and carry out the study, counseling occasionally with a staff member, who was also on the Ad Hoc Committee on regional development.[7]

In addition, guidance and assistance was given by five other staff members by way of a community development laboratory and three reading courses, which were centrally relevant to the study. The flexible nature of the graduate program allowed for course work readings supportive to the study---regional development concepts, social-psychological considerations in regional planning, and group centered leadership. Also, included in the readings was review of program materials from planning and other governmental programs in the area, (see bibliography, Appendix A),to permit comparison of on-going regional programs to those in Central New York.

As a focus for the study,the Greater Egypt Planning Region had numerous advantages. It had been involved in comprehensive planning for ten years, and the fruits of this planning were apparent in extensive lake developments, improved transportation, and the emergence of a substantial outdoor recreation industry.

The region also presented several unique problems. In contrast to the Central New York region, which had experienced growth in recent decades, the Greater Egypt Region had been economically depressed for many years. It reached a peak of population and economic activity around 1930, and declined rapidly in subsequent decades---with the diminution of a major coal mining industry. Local initiative, and the use of substantial governmental support, has done much to soften the economic and social shock of rapid decline.

Governmental program growth had also resulted in a substantial bureaucracy, which in some instances can become unweildly, protective, and obstructive to potential solutions to the very problems it was designed to overcome. This point was made in several national hearings held in Southern Illinois during the winter. A federal commission[8], studying racial unrest in Cairo commented"...we have seen men and women (in Cairo, Illinois) deeply concerned with the needs of this community,

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7. Faculty advisor to the study was James F. Rea, Training and Consulting Services division, Community Development Services, Southern Illinois University, Carbondale, Illinois, 62901. It should be noted that this report represents the results of a study undertaken by the author, as a student in the Community Development Institute. As such it does not necessarily represent the opinions or position of Community Development Services or any particular member of its staff.

8. The U.S. Commission on Civil Rights, at the conclusion of a three day hearing in Cairo, Illinois.

facing the frustration of dealing with seemingly immobile bureaucracy on one hand, and racial prejudice and poverty, as the decisive factors on the other." Also from a Senate Governmental Operations Committee inquiry into rural development, "...the area has plenty of agencies but is weak on how to solve problems."[9]

Working with agency representatives became an important element of the study, interacting throughout the winter with an ad hoc committee on regional development. The author also became personally involved in regional affairs as feasible, and monitored the press during the month of February.

THE STUDY

The study was conducted throughout the winter and contained three elements:

1) a press review of regional concerns during the month of February;
2) attendance and involvement in select regional affairs---meetings, hearings, workshops, conferences, etc.
3) organization of a loosely knit Ad Hoc Committee of governmental professionals, focused on problems of regional development.

Integrated into the entire study was the graduate program readings courses, which provided access to University staff and facilities, a study of theory, and comparison of regional development processes in Greater Egypt to those of other areas.

The study was not designed to provide a detailed analysis of the region, which is available from other sources (see bibliography, Appendix A). Rather, it was designed to predict the transferability of the MIDNY Project's pilot program results to another region having different circumstances than those of Central New York. Hence, major consideration was given to observation and review of the workings of government under conditions of relative economic decline.

Press review of Regional Issues:

Of the several daily newspapers in the region, the Southern Illinoisan covered the largest geographic area and enjoyed the widest circulation.[10] Its circulation was fairly consistent with the Greater Egypt Planning regional boundaries, though the Southern Illinoisan had little influence in Jefferson County to the north, and extended into a number of rural communities to the south of the region. It had an obvious bias toward problems in Carbondale, and in Jackson and Williamson counties in which it was founded. For the purpose of the study this was not deemed to be a serious problem.

Press items were selected for review on the basis of one criteria: All items during the month of February which related to matters of regional significance (Greater Egypt Region) were clipped for review. What was of regional significance was determined by the author, based on five years experience in reviewing coverage of regional affairs by four daily newspapers in the Central New York region.

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9. Southeastern Illinois Regional Planning Director, Jack Kefner, before hearing of the Senate Governmental Operation's Committee, chaired by Senator Charles Percy of Illinois, January 24 at Southern Illinois University in Carbondale.

10. The Southern Illinoisan marked its 25 year of operation at the time of the study, reaching a daily circulation of over 30,000 and having a declared policy of "focusing regional attention on the need for planning."

Clippings were analyzed carefully and separated initially into three broad value categories, utilized by the MIDNY Project (see diagram on pg.10) These three categories described the major emphasis of the article, being that of either: a) economic (growth), b) social (concerns), or c) environmental (quality).[11]

Articles were classified according to their general sources, into: 1) announcements of activities or descriptions of specific concerns, 2) editorial views, 3) letters to the editor, 4) news coverage of activities. Those in type(1) tended to reflect views of agencies and organizations active in the region; editorial views (2) reflected concerns and opinions of the paper; while (3) reflected "feedback" to the press on such matters; and (4) items tended to be factual coverage of regional affairs.

Finally clippings were categorized according to their regional functional focus. In other words, it was assumed that each news item would tend to reflect either one of six viewpoints: that of planning, regulation, financing, promotion, service, or education.

An analysis and conclusion of this press review follows:

A total of 79 items were clipped, which in this author's view were significant to Greater Egypt. Matters were considered regionally significant if they affected all or a substantial portion of the five county region. Of those, 20 announced activities and events, 14 were editorials, 5 were letters to the editor, and 40 were news coverage of activities.

A breakdown of the 79 articles, into the three broad concerns, revealed a rather well balanced coverage; with 31 focusing on social concerns; 24 environmental quality; and 24 economic matters---as, for example, housing for low income families (social). pollution of lakes (environmental) and expansion of a major industry in the region (economic).

The breakdown into six governmental functional areas---planning, regulations, financing, promotion, service, and community education, showed somewhat more variation. Even here, however, there was considerable balance among the items. Table 1 on the following page gives this breakdown in detail.

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11. For detail on the model see MIDNY Working Paper #8, A Working Concept of Regional Development, a 14 page mimeograph.

Table 1 --- breakdown of 79 articles clipped:

governmental functions	broad cultural concerns			
	social	economic	environmental	total
planning	4	6	5	15
regulations	6	4	10	20
financing	3	3	2	8
promotion	3	7	2	12
service	8	2	2	12
education	7	2	3	12
total	31	24	24	79

It is unwise to "read" into this breakdown more than the depth of the study justifies. As pointed out, it was intended as a general comparison with the Central New York Region---a quick overview of what was on the minds of regional leaders at that point in time. The clipping study indicates little difference on issues and concerns between the two regions, based on a similar study in Central New York in 1970.

However, this very modest analysis may provide leads to a need for studies in greater depth. For example, the high emphasis on regulations concerning the environment may be a reflection of the current need. What are the implications to the environment over the long haul of this emphasis on regulations---in contrast to that of less apparent concern for financing, promotion, and service, which received little recognition? Similarly,the indicated inbalance between a strong emphasis on promotion and planning on one hand and little attention to service and education on the other concerning economic development might be a productive area to explore. Likewise, in the area of social concern, service seems to dominate leadership attention, in contrast to promotion and financing.

Be this as it may, the study helped establish a comparison between the two regions. It dispelled concern that MIDNY's results would not be applicable because of major differences in leaders' perspective of public problems, or of governmental responses. There seemed to be a high degree of similarity in the two regions of major regional problems, and action being taken by government to help communities overcome problems.

A CONCEPT OF REGIONAL DEVELOPMENT

Legend

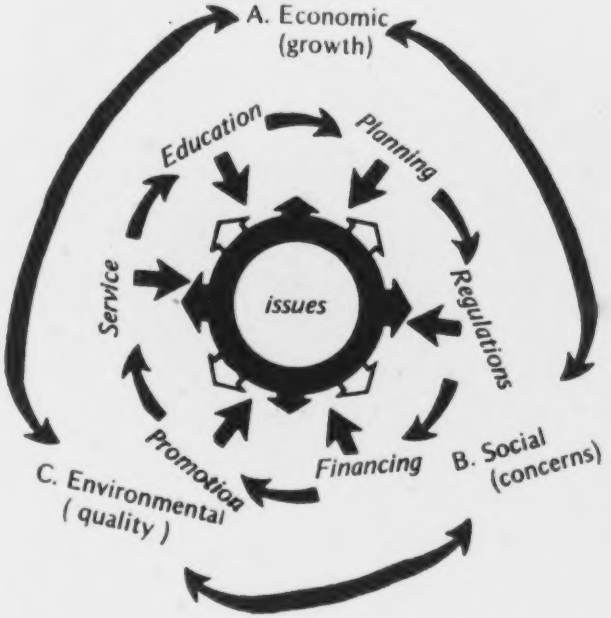
A., B., C., --- conflicting societal values that must be weighed in making major decisions

A. *Economic* (growth) -- production, employment, expansion, rising standard of living, material goods.

B. *Social* (concerns) -- decent housing, education, adequate food, a job, a minimum standard of living for all.

C. *Environment* (quality) -- clean air & water, outdoor recreation, attractive communities, protection of wild species, population balance, life style diversity.

→ *pressure or movement*



Governmental response —
Education
Planning
Regualtion
Financing
Promotion
Service

issues-- the catalyst that stimulates movement - creates conflict

Activities and Involvement in Regional Affairs:

In order to assess the transferability of the MIDNY experience to the Greater Egypt Region, it was necessary to become involved in regional affairs. There was a need for familiarity with a variety of programs, and to know of interaction that took place between governmental agencies in response to the many problems that faced the region. This involvement was not highly structured or planned. An attempt was made to observe activities which touched on complex regional problems that concerned the interests of a cross section of public agencies. In addition, special attention was given to the activities of key agency professionals who operated in a coordinative fashion among others, to foster cooperation and an integration of governmental functions. This provided an opportunity to study interagency conflict, and competition to fulfill this ill-defined need for "cooperation", "coordination", "interagency involvement", a "catalyst", "review and referral", etc.

Finally, at least one person from each of the six governmental functional areas of planning, regulations, financing, promotion, service, and education was consulted from time to time. They provided opinions on the potential for using a systematic approach to regional development, similar to that applied in the Central New York region, and described in MIDNY Working Paper #8. Several programs represented by these individuals were studied thoroughly, for comparison to those in Central New York which seemed to be somewhat their counterparts. These programs were the Greater Egypt Regional Planning and Development program, the Extension Service of the University of Illinois, the U.S. Department of Agriculture, Southern Illinois Incorporated, the State Department of Governmental Affairs, and Community Development Services of Southern Illinois University.

The impetus for becoming involved came from several sources: personal invitation, generally from members of the Ad Hoc Committee; suggestion of the project faculty advisor; the writer's own initiative, based on pending activities announced by mass media; and prearranged counseling sessions with key leaders, to explore critical aspects of the study.

A total of fifty involvements occurred in this phase of the study, including 15 contacts with agency professionals in the process of reviewing programs; 15 counseling sessions with regional leaders on specific problems; 9 meetings with various boards and committees; 5 conferences, hearings, and workshops; 4 meetings of interagency associations; and 2 agency staff sessions.

This degree of involvement, even in so brief a time, was important. It provided valuable information on interagency cooperation and interaction on complex regional problems. Agency professionals were liberal with information about their programs, and their opinions about what helps and what hampers development in the region. It is worthy to note that numerous agency professionals confided in this author opinions about complex interagency conflicts that they might hesitate to share with their working peers within the region.

A problem of interagency strife, especially between the functions of planning, economic development, service, and community development, was brought to the author's attention early in the study. Later it was explored by the ad hoc committee on regional development. Because the study was designed primarily to determine whether the approach utilized by the MIDNY Project in Central New York would be relevant in the Greater Egypt region, the matter of agency cooperation in development efforts was important. This is referred to in greater detail later in the report.

The Ad Hoc Committee on Regional Development[13].

A twenty-eight member ad hoc committee on regional development was organized over a period of more than a year. Several persons initially expressed an interest in becoming involved in 1970, when the author made exploratory contacts while in the area on vacation. This was followed by a series of correspondence with an expanding small group, as additional persons were suggested by other members.

As additional members were contacted, they were provided background information---copies of correspondence, a MIDNY Project leaflet, and Working Paper #8, which described a regional development model being utilized in Central New York. The major influence of the author was to broaden committee membership to include professionals involved in all six functional areas of planning, social services, political decisions, natural resource management, financing, and community education.

The ad hoc committee was facilitated somewhat by the author. His main function was to send notices of activities, summarize meetings, and assist the program development group arrange and conduct activities. Except for the initial meeting, program was a responsibility of a loosely knit group. A description of the ad hoc committee activities follows:

The January 25 meeting:
Seventeen persons responded to an invitation extended to twenty-three for the initial organizational meeting. The program was loosely structured and informal. Essentially it included introductions, a brief situation statement from the author and an hour of discussion. The author urged the group to speak frankly on issues, stressing the problem of ineffective interagency communication observed in his regional involvement at that point in time. Communication problems among agency workers involved in planning, service, community education, and economic development were discussed. At least one person from each of these functions participated in the session, though the Greater Egypt Regional Planning Commission was not represented. This created a void on several issues raised.

The conclusion of the group discussion was highlighted in a meeting summary as "...The regional community finds it difficult to organize its total forces effectively on specific problems---to muster many diverse broadly-based program resources to cope with specific problems at a community level...", "...Discussion was lively and seemingly productive. It set the stage for a continuation of informal activities during the next several months. Involvement should be built upon open-ended personal commitment, and a common interest in effective regional planning, and development".

That final statement provided the basis for the first major issue to face the group ---should, or can, a person in a group involving primarily public agency professionals operate in the group as an individual? It tended to test the degree of authority an agency vested in its field representatives. Put another way, this issue reflected an agency professional's dependency on higher authority to deal with local and regional problems. Several persons expressed concern to the author about this mode of operation.

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13. See Appendix B for list of persons on the Ad Hoc Committee, the program group, and attendance of committee activities.

This incident provided the first concrete clue to one problem that would confront the establishment of a MIDNY type program in the region. The MIDNY Project functioned through loosely structured informal committees of interested individuals.[14] Several other major issues arose at later sessions.

The February 29 Workshop:

A nine man program group (Appendix B) planned the February 29 regional workshop, meeting on two occasions to develop a program focus and agenda. The group recognized the keen interest which emerged from the first session for a regional planning and development process. The program group described the workshop focus in the invitation announcement as an effort to "...help develop a process to resolve problems, to improve public decisions and development, recognizing conflict, power struggles, and interpersonal differences among planning concerns and agency programs."

The meeting announcement was sent to a mailing list of twenty-eight potential participants, with an initial mailing on February 3, and a follow-up on the 23rd. In addition to the two mailings, the author made a phone call to persons newly added to the committee. This provided a chance to discuss the ad hoc committee's objectives and progress. Also, one of the two program planning sessions was held with the regional planning director in his office in an attempt to strengthen the input from planning.

Thirteen persons attended the workshop. This was less than fifty percent of potential, and fewer than for the organizational meeting. This was viewed by the program group as a disappointment. No planners attended, except a representative of the State Department of Local Governmental Affairs, who was very active with the committee throughout the winter.

The inability to attract planners seemed especially frustrating and disappointing to the group. This frustration was intensified because of interest expressed in planning matters at the first session, and the workshop focus on alleged conflict between regional planning function and activities underway by a variety of governmental agencies.

A recapitulation in the workshop summary touched on the mood of the session, "The session seemed abstract at times. However, discussions were lively and apparently productive. The program focused on progress of the committee, an attitude survey on interagency problems, small group discussions on regional issues, feedback to the group, summary, and plans for the next step. There is a continued interest in the development of a process for interagency communication on problems of common concern to a number of agencies. A topic for the April 4 session was developed: to identify barriers which inhibit agency involvement in comprehensive regional planning and development...April 4 was selected by the group to accommodate the participation of Greater Egypt Regional Planning Director, Franklin Moreno, who was unable to attend the workshop."

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14. From extensive feedback following the study, the author believes this is a critical point. Several persons questioned whether an agency worker can or should, divorce himself from his agency in dealing with other professionals on community problems. From the author's experience, the nature of committee functions vary substantially between a group of professionals which function in an ad hoc fashion on specific community problems on one hand, and the same group dealing with the same type of problems as agnecy representatives on the other. This issue needs further study.

A workshop questionnaire focused on the problem of conflict in governmental programs, which surfaced at the initial meeting. Questionnaire results indicated that interagency conflict existed, and was being avoided. There was a high incident of agreement (see Appendix C) that agencies at times pursue programs and projects that work at cross purposes; development is hampered by inability to coordinate services; agencies are not effectively involved in comprehensive planning; and communication is needed between agency professionals and planners at several steps in plan preparation.

It is worth noting at this time the identification by the group of this second major issue. This is the type of issue that confronted the MIDNY Project upon its initiation. Helping to resolve it eventually became an underlying objective of most MIDNY activities in the Central New York Region. In a few words, the issue might be described as a recognition of interagency conflict on goals and program procedures, with no apparent means to resolve them, or develop trust among those involved.

The April 4 meeting on Planning:
Rationale for the April 4 meeting was affected by several seemingly unrelated factors:

1) The committee desired to hear from a representative of the Greater Egypt planning program on issues being raised;
2) Several members had expressed interest in continuing the ad hoc committee in some form beyond the termination of the study;
3) No community education was being carried on regionally to satisfy interest created by the committee;
4) Feedback from several sources indicated a waning interest in the committee, because of the pending conclusion of the study, and subsequent lack of committee purpose.

No special effort was made to increase attendance at the April 4 meeting. Two notices were mailed, as in the past, on March 6 and 28th.

The regional planning director was visited by the author early in March, to confirm plans, discuss an agenda, and to brief him personally on some planning issues being raised by the committee.

To emphasize the planning focus of the meeting, several points were highlighted in the meeting announcement from the program group.

1) Whether "regional planning" is undertaken in the five counties, or whether it is local planning administered from a regional office---or perhaps both.
2) Comprehensive planning, frequently having a total community focus, tends to be horizontally structured---among counties and local communities from regional planning offices.

   In contrast, most state and federal agencies are vertically structured, and focus on specific functions---conserving soils, woodland management, health service, education, elimination of pollution, etc.

   Under these conditions, one can understand communication frustration between planners and agency administrators. There is actually little common ground---yet they are interdependent for fully successful development
3) The program committee recognized a need for regional approaches to interagency organization and communication. Committee members pointed to the need for a process to resolve interagency conflict, and improve the effectiveness of program delivery on specific problems of regional significance.

Though the meeting was poorly attended---ten of the twenty-eight invited--it was perhaps the most rewarding for those who took part. A number of planning related problems which had frustrated the committee previously were aired with the regional planning director, seemingly to the satisfaction of those attending. Several persons made note of specific problems to pursue later, calling cards were exchanged, and names were taken to add to Greater Egypt's newsletter mailing list.

At the same time, a third issue was identified by the group as being a major roadblock to improved communication. The issue concerned who should plan for development in the region, and how it should be accomplished.

A number of efforts had been pursued by federal agencies over the years with an avowed purpose to improve agency cooperation and increase utilization of programs to help alleviate local problems---rural areas development, technical action panels, resource conservation, rural development, and others. These agency directed efforts were viewed by some as "planning" in nature. Hence, they either competed with, or detracted from, comprehensive planning as carried out by local government. Apparently friction had occurred in the five counties over how to accommodate or integrate these activities into a total planning and development effort for the region. Being unresolved, this issue had tended to create a cleavage between the functions of planning on one hand and that of service on the other.

No attempt was made by the author to delve deeply into these conflicts. Nor is this report intended in any way to criticize or place "blame". Rather, the report points to some problems of interagency communication and cooperation which were apparent at the time of the study. Focusing on this problem helped to predict the potential success for the kind of program that had operated in the Central New York region---in which the independent functions of comprehensive regional planning and community education had developed a close and productive working relationship.

SIGNIFICANT FINDINGS

This was an "overview" type study. It was designed to get impressions of the transferability of MIDNY's experiences to another region. Several study findings seem relevant to this type of speculation. Those are covered under three broad headings: 1) Forces for Change in the Region; 2) Two Significant Regional Problems; and 3) Potentials for Regional Community Education.

Forces for Change in the Region

Though the region had been depressed for many years, there were a number of forces for change---massive public expenditures, gradual social adjustment, expanded development of natural resources, and a spirit of determination and optimism among regional leaders.

At the depth of the economic slump, with the closing of many coal mines in the late '40's, it was estimated that 40% of the working force throughout southern Illinois was unemployed. This contrasted with the 6%[14] at the time of the study, which was only slightly above the national average.

14. Goffrey Hughes, Executive Secretary, Southern Illinois Inc., Carterville, Ill. 62918, in comments to the board meeting in West Frankfort, December 29, 1971.

This relative improvement had been effected by a variety of successful program efforts. Outstanding examples of agency cooperation to overcome complex problems were observed at the time of the study. Cooperation among agencies is a necessity for a regional community education programs, such as MIDNY. Brief descriptions of three such examples follow:

1. Rend Lake:
A potential dam site on the Big Muddy River near Benton, Illinois was brought to the attention of regional leaders in the winter of 1949. This ray of hope fired the imagination of the community, and triggered a chain reaction of activities covering a period of two decades.

At the time of the study, a major dam had recently been completed, impounding a twenty thousand acre multipurpose lake. This new lake accommodated a regional water supply system serving several small cities and forty rural communities. Also being developed on the lakesite were a community college, a waterfowl wildlife refuge, state park, extensive system of campsites and day-use areas, and plans for several marinas and a major conference center.

Comprehensive planning played a major role in the total development. The inter-agency cooperation to purchase and develop the lakesite, and its entire shoreline, provided the means for sound future development. A key factor was the formation of a conservancy district---the first in the state. This permitted leaders of a number of local communities to relentlessly pursue opportunities, and maintain interest over the many years required to accomplish the task.

As expressed editorially in an area newspaper, "...The intercity water system is a prime example of how several communities can benefit from concentrating fixed costs in a physical plant that will provide services more cheaply in the long run than 43 individual plants. And the Rend Lake shoreline recreational development is one of the few projects of its kind in the country where federal, state, and local governments have cooperated closely, each in charge of a part of the development."[15]

2. Meals on Wheels:
A second example, though modest in comparison, required the same type of inter-agency cooperation. A committee of fourteen professionals, representing ten agencies, gave leadership in late 1971 to a "meals on wheels" pilot program in a southern Illinois community.[16] The program, aimed to provide delivered hot meals to elderly and handicapped needy persons, was copied somewhat after similar efforts elsewhere. The need was obvious in the region, which had a higher than state or national proportion of persons over sixty-five years of age, and a lower than average family income. As described by one committee member, "...the committee saw a need, and enlisted help from local leaders to work out the details without a grant, title x program, or detailed feasibility study."[17]

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15. Southern Illinoisan, March 28, 1972, Carbondale, Illinois.
16. For details contact Ms. Shirley Whitchurch, Cooperative Extension Specialist, CRD, University of Illinois, Benton, Illinois 62812.
17. Marion Poggas, workshop co-chairman; community educator with the State Health Department, State Office Building, Marion, Illinois 62901.

Results of the pilot effort spread rapidly throughout southern Illinois, and an area workshop held at the time of the study revealed that similar projects were operating, or being planned, in seven communities---following the pilot guidelines.

In this example, not only was there a high degree of cooperating among public agencies, but also a successful mix of agency professionals and other community leaders to plan and test the program.

Developing this mix of agency professionals with other community leaders for a successful program effort is crucial. Local leadership initiative can be damaged when public agencies add local programs in response to problems identified by private initiative. A means must be provided for local leaders to influence, control, guide, or coordinate the publicly funded program.

This effect on local initiative, of rapid and substantial growth of public programs in response to obvious and well documented need, deserves additional study in the region. As stated by a professor at Southern Illinois University, well versed in affairs of the region "...local people have little voice in regional affairs, and almost no access to authority on policy decisions. The average citizen is helpless to intervene. Bureaucracy is well established, run by professionals, who in turn become more concerned with maintenance of the system than satisfying regional needs."[18]

Though less oriented toward organization, this point was made somewhat similarly by Cloward and Piven in The Professional Bureaucracy".... our central proposition is that the public bureaucracy strives chiefly to maintain the conditions necessary for their stability and expansion. They are essentially neutral, aligned with neither class nor party, except as such alignments serve jurisdictional claims or determine the availability of necessary resources."[19].

The "meals on wheels" experience provides a model, of effective community involvement in affairs of government, for similar future efforts in the region.

3. Establishing a new service:
A third example makes note of cooperation to establish a needed new service agency in the region. The expansion of comprehensive planning in southern Illinois, and the growth of public programs, pinpointed a need for community and regional information. The mere collection and management of information, often for the purpose of developing proposals for public grants, became a time consuming and expensive operation. This was especially the case if a number of agencies and planning groups were independently performing this role.

The need for an information referral and follow-up service was studied by a committee of representatives from a dozen agencies and organizations. Following an initial study, the fledgeling effort was incorporated, and operated for a period of several months with a part-time staff---and volunteer assistance, supplies, and monetary help from a variety of local sources.[20]. This permitted the development of a formal proposal for public asssitance.

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18. Dr. Raymond E. Wakeley, Community Studies Division, Community Development Services, Southern Illinois University, Carbondale, Illinois; in conversation with the author concerning activities of the Ad Hoc Committee.

19. Richard A. Cloward and Frances Fox Pliven; The Professional Bureaucracy, an article in Social Planning and Social Change, edited by Robert R. Mayer, Prentice-Hall, Inc. Englewood Cliffs, N.J. 1972.

20. Information Referral and Follow-Up Service, John Crain, acting director, 801 South Oakland Ave., Carbondale, Illinois 62901.

Grant monies were forthcoming from both a state and a federal source to carry out an intensive survey of needs and services in the twenty-seven county State planning and administrative region #5. It is anticipated that this survey will provide basic information needed to establish an information and referral service to others, with procedures for constant updating to meet this growing need on a service basis.

The effort had yet to prove its worth at the time of the study, but provided an excellent example of the unique cooperative approaches being used in southern Illinois to overcome complex chronic problems. Many agencies and organizations contributed to this effort. Those primarily involved in developing the proposal were:

- the Information Referral and Follow-up Board
- the Easter Seal Society of Southern Illinois
- Community Development Services of Southern Illinois University
- the Regional Comprehensive Health Planning Agency

A unique feature of this program,and of several other efforts observed during the winter, was the involvement of graduate students from Southern Illinois University-- - and support to regional affairs from Community Development Services and several other departments of the University.

These three examples of agency cooperation with local leaders highlight the demonstrated ability of the region to utilize a variety of resources and imagination to help resolve contemporary community problems.

At the same time, several specific complex problems were observed, which hampered effective interagency cooperation in Greater Egypt. These problems were isolated and analyzed in the study, especially through activities of the Ad Hoc Committee on regional development.

Two Significant Regional Problems

Two major problems which had considerable effect on the study deserve attention. These problems are likely not unique to this region, but may help demonstrate the complexity of transferring MIDNY's findings elsewhere.

1. The Differing Nature of Regional Planning:
The study was established under a false assumption that planning was carried on regionally in the five counties of Greater Egypt. The study was structured to test MIDNY's model for regional community education, which functioned in Central New York on regional matters, generally working closely with county and regional planning staffs.

Community Education helped develop the setting, and a positive educational climate, for an exchange of views among planners and a variety of agency professionals on matters of regional significance. This resulted in a cadre of agency administrators at an area level favorable to planning, and supportive to agency field staff involvement.

As it turned out, comprehensive planning in Greater Egypt is not carried on by staffed county offices, nor is planning with a regional focus conducted in a manner similar to that in Central New York.

Instead local planning---township, city, and village---is carried out in the region, coordinated by the Greater Egypt Regional Planning Commission, frequently utilizing staff resources of the regional planning program. Though seeking a regional focus, the regional planning commission had been led into a local orientation by the source of local support, and a variety of federally funded projects which are available to localities on the premise that local plans be in effect. The Commission's long range objective, and thrust of recent effort, is toward regional planning and development.[21]

Planning in southern Illinois was going through change at the time of the study. State governmental reorganization had altered the nature of state responsibility and involvement. Agencies were in the process of adjusting boundaries to accomplish greater state planning and administrative uniformity. This change brought about increased state input and guidance in planning affairs, especially in the area of health and other social concerns.

Accompanying the increasing emphasis on social planning was a modification in planning processes. Though barely underway, health planning efforts seemed to emphasize new approaches in obtaining involvement and support. Being new, it was seeking fresh ideas and wooing cooperation.

In contrast, the Greater Egypt Planning Commission had just celebrated its tenth anniversary. It was firmly established, efficient, expanding, and concerned with program maintenance and operation.

For a variety of reasons the study was not able to relate fully to those conditions. There was insufficient time to become adequately involved in these complex interrelationships, or to promote a new development concept. Also, the study was somewhat incompatible to the established coordinative efforts, and the absence of a common regional viewpoint by planners and agency professionals hampered the study. Of these, the latter was of major importance to the study. It may become a continuing focus for the Ad Hoc Committee on regional development.

While this state of flux complicated the study, it was viewed as a healthy sign. Progress in governmental reorganization and reorientation can frequently be made during times of rapid change. These conditions force agencies to communicate in order to resolve conflict. This communication, in turn, results in increased understanding and improved effectiveness.

While the weakness of regional identity in governmental program efforts complicated the study, it was a strong endorsement of a need for regional community education. The mass media review revealed general leadership awareness of a broad spectrum of problems of regional significance, indicating a need for regional planning and development approaches. However, at the time of the study these approaches were being frustrated by conflict between the various functions of government, and the professionals who performed them.

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21. Franklin H. Moreno, director, Greater Egypt Regional Planning Commission, Carbondale, Illinois, in presentation to Ad Hoc Committee of regional development, April 4, 1972, in Marion, Illinois.

From the experiences of the MIDNY Project, regional community education can be an effective means to resolve such conflict, and help develop regional organizations to deal with the basic problems which underlie them. As Hahn pointed out in his analysis of the MIDNY Project [22] "....Decision-making in Central New York was an on-going system of demands and responses, counter-demands and accommodations, pressures and opposing pressures, decisions and protests and new decisions. There was no clear-cut power structure-no sharp distinction between ruler and ruled. Like everywhere else, some got more and some got less (and some, unfortunately, got much less). But power and decision-making were vastly complicated; they took place at a greater number of decision centers; and the participants were different in each issue. No one knew what the next critical issue would be, where it would arise, what course it would take, or who would resolve it, or how.

An organization like MIDNY could not possibly get on top of a system like that and lead it. So it attempted to get inside instead---and push where it could...."

2. Uncertainty about Regional Goals:
A second problem closely related to the first, was a lack of agreed upon regional development goals. A number of study reports, plans, and project proposals had been developed in the region (see Appendix A). On questioning various agency representatives, it seemed that those studies and plans were used primarily to legitimize programs and qualify for a variety of public loans and grants. There was little correlation among the documents, and only limited awareness of their existence or content by agency professionals. For example, under questioning at the first meeting of the Ad Hoc Committee, only four of the seventeen persons in attendance admitted to having knowledge of the comprehensive regional plan, developed in 1964 by the Greater Egypt Regional Planning Commission.

The problem was not especially one of major disagreement with regional development. Rather, it was a mixture of apathy toward the concept of region, a focus on program maintenance rather than perceived problems, uncertainty about a need for regional planning, and frustration on how to proceed regionally in view of these barriers.

The very existence of several seemingly competing regional type programs---the RC&D Project, Greater Egypt Planning, Southern Illinois University Community Development Services, and Cooperative Extension CRD, for example---may have hampered the development of cooperative regional approaches to problem solving and decision making. These programs imply regionalism, and hence must be dealt with in developing new processes. If new approaches are seen as threatening, there is a tendency for the programs threatened to develop defensive barriers and a feeling of personal mistrust among the various administrators.

For example "...though it had been mentioned on occasions for several years, it wasn't until recently that S.I.U-CDS and Cooperative Extension CRD units planned a two day spring workshop for staff persons involved in community development in southern Illinois."[23] This would seem to be an excellent starting point to strengthen working relationships among agencies having common objectives.

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[22] Hahn, Dr. Alan J., MIDNY: THE FIRST THREE YEARS, Community Resource Development in a Complex Metropolitan Setting; Extension Associate, Consumer Economics & Public Policy, College of Human Ecology, Cornell University, Ithaca, N.Y. 14850.

[23] Robert Carlock, CRD Specialist, Cooperative Extension Service, 211½ West Main St., Carbondale, Ill. 62901; in counseling with the author April 5, 1972.

This workshop, the "meals on wheels" program and others observed by the author revealed conditions in the five counties favorable to the MIDNY approach---a catalystic type effort to encourage ad hoc, loosely developed coalitions of program efforts in support of specific short range objectives. This approach tends to be seen as non-threatening. It develops communication among various program professionals to resolve problems and establish common goals. This improved communication leads to interpersonal friendship and trust. It reduces the need for program boundary maintenance and other defensive mechanisms.

As outlined by Hahn, in his model on Community Decision Making[24]. "...What is needed are mechanisms for bringing together a diversity of appropriate individuals, groups, organizations, and agencies (a) to discuss rather concrete, specific problems of local concern, (b) to share--that is, express and understand---the diversity of perspectives on the problem, the diversity of feelings, opinions, and information, (c) to reconcile differences of opinion and interpretation, (d) to achieve a level of consensus sufficient to reveal a feasible course of action, (e) to plan appropriate strategies, and (f) possibly to direct strategies for dealing with the problem.

Potentials for Regional Community Education

The study recognized forces for change in Greater Egypt, and its somewhat different background than the Central New York Region. Several issues holding back more effective planning and development were also analyzed. Would a MIDNY type program be feasible in the region? To answer that question was the intent of the study. In the view of this author, it would.

Problems perceived by regional leadership at the time of the study were essentially the same as for Central New York. Agency responses were similar, though there seemed to be more extensive governmental input in Greater Egypt, in proportion to its population. If so, this may have resulted from eligibility for many programs over the years, because of its depressed economy.

Agency programs were an important economic and social element in Greater Egypt. Examples of outstanding agency cooperation to help the region recover were noted in the study. Opportunities for even more effective responses were also pointed out. Much professional talent resides in public programs of the region, and additional leadership to help communities overcome problems should come from this sector.

A major contribution of the MIDNY Project to Central New York was to focus attention on the regional nature of problems, and develop ad hoc regional organization. This improved agency effectiveness in support of planning and development efforts. As reported by Kimball[25]. in his thorough study of the project in 1970-71, the effect of MIDNY was to increase leadership awareness of region, help organize regionally on a problem basis, and increase substantially the incidence and effectiveness of interagency communication concerning important regional issues.

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[24]. Hahn, Dr. Alan J., Community Decision Making Systems, (a 16 pg. mimeograph, based on his experiences in the MIDNY Project and elsewhere); Consumer Economics and Public Policy, College of Human Ecology, Cornell University, Ithaca, N.Y. 14850.

[25]. Kimball, Dr. William J., The MIDNY Project, A Pilot Program in Community Resource Development, while on leave at Cornell University from the Department of Natural Resources, Michigan State University, E. Lansing, Michigan, 1971.

Approaches utilized in Central New York helped improve planning and development efforts in situations similar to those observed and described earlier in the Greater Egypt Region. Based on this limited study, the following elements would be important to consider in establishing a MIDNY type educational program in Greater Egypt:

1. Regional Activities:
A variety of educational activities should be utilized to draw attention regionally to community issues of regional significance---those which are basic in nature and "flare-up" from time to time. Issues should be selected which have a potential to attract involvement of a broad cross section of agency programs and special interest groups.[26]

2. Utilize ad hoc regional organization:
Ad hoc regional study committees should be utilized to stimulate regional organization and backstop educational efforts. Committees should be informal, open-ended, and focused on problems rather than programs. A problem focus draws attention away from agency programs---which must be defended and protected ---toward a need that can be met cooperatively by pooling agency resources. This approach was demonstrated by the "meals on wheels" example earlier in this report.

By analyzing problems in depth, agency representatives learn to see their functional role more clearly in relation to many others. This reduces need for boundary maintenance and other defensive mechanism, in favor of cooperation.

3. Utilize a Structural Regional Development Approach:
Regional community education must be recognized as a need that is relevant to, but independent of the functions of comprehensive planning, public service, financing, regulations, and promotion---see diagram on page 10. Whether these six functions were the most appropriate to develop a systematic approach to regional development in Greater Egypt was not determined by the study. This question deserves additional analysis.

Communication processes in the region seemed to more closely approximate the initial model used in the MIDNY Project, which recognized governmental functions of planning, social services, political decisions, natural resource management, economic development, and community education, see diagram on following page.

What system to utilize may require more scrutinization. That a system is needed was suggested by the study. Over the years a number of agencies have launched programs under the guise of being "comprehensive", an "umbrella approach", a "coordinator" of efforts, etc. As a result, these programs operate from a very broad base, in potential competition for program resources and public support, and with little well defined difference in their objectives and processes.

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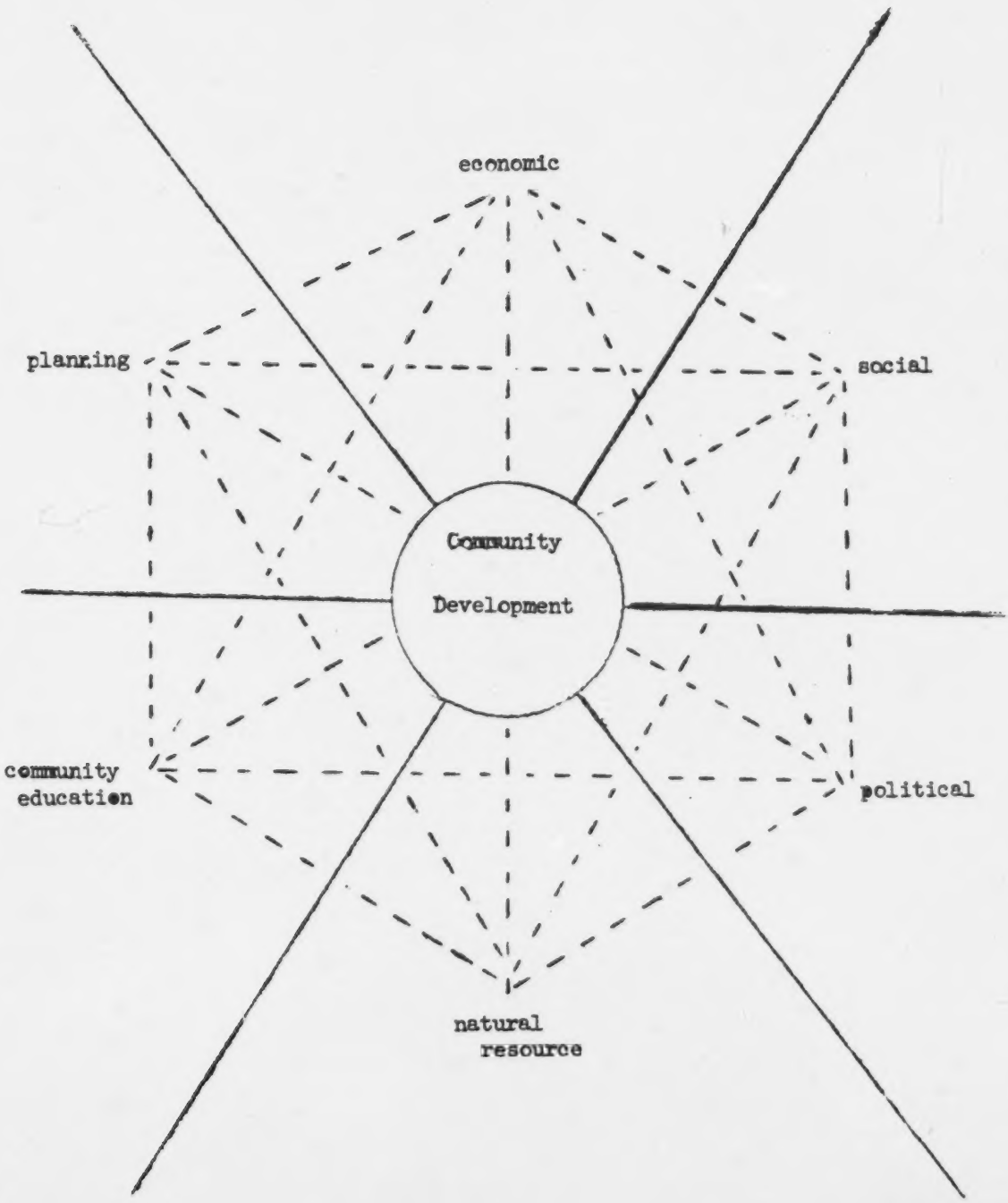
26. For a comprehensive description of this regional problem solving approach, see MIDNY Case Study #1--Agricultural Preservation in Central New York, Cooperative Extension, 813 Kemper Bldg., Syracuse, N.Y. 13202.

A WORKING CONCEPT OF COMMUNITY DEVELOPMENT



The study suggested a need in Greater Egypt to sharpen the description of complex regional problems, explore appropriate governmental responses, and structure traditional agency programs more effectively to meet regional needs. Put in another way, this requires that agency administrators find effective niches from which to operate in unison with other agencies, focused on specific regional problems.[27]

4. Develop Organization to Permit Involvement in Regional Affairs: Finally the matter of organization should be dealt with. At the time of the study there seemed practically no way that interest groups and concerned citizens could influence regional matters. With the exception of the Regional Planning Commission, which focused primarily on local matters, there was little regional organization in Greater Egypt---or organization to permit involvement in regional affairs.

An areawide chamber of commerce had been active for a number of years on matters of economic development. It had done much to foster intercommunity cooperation and continued support from throughout southern Illinois.[28] In addition, two interagency groups existed---the Southern Illinois Council of Service Agencies (21 counties), and the Rural Area Development Council (5 counties). These were comprised of agency professionals to perform a different function than "citizen involvement" or "participation" in regional affairs.

Comments were frequently heard throughout the winter about leadership apathy toward participation in regional affairs. One might question whether there was any real opportunity for significant involvement. Governmental affairs are operated by bureaucracies. There is little access to decision makers in public programs.

This is not a problem unique to southern Illinois, as pointed to by Hahn, in his COMMUNITY DECISION-MAKING SYSTEMS. "...There's an element of tragedy in all this. More and more people are interested in participating, and effective participation is most easily accomplished at the local level. But, at the same time, because of the combination of horizontal differentiation and external linkages, the important decisions that seriously affect the quality of people's lives are increasingly made at higher and higher levels."[29]

Regional organization might start from ad hoc groupings of leaders in a regional community educational program. It might copy former models of "local" organization supportive to various community development activities---the Eldorado, Illinois "Operation Bootstrap", for example.[30]

Experiences of Community Development Services, Cooperative Extension, Greater Egypt Regional Planning Commission, and others should be compared in analyzing new regional approaches for community organization in support of regional planning and development.

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[27] For details of this structural approach in Central N.Y. see MIDNY Working Paper #8 ---a Working Concept of Regional Development.

[28] Southern Illinois Incorporated, Goffrey Hughes, Executive Secretary, Box 7, Carterville, Illinois 62918.

[29] Hahn, Dr. Alan J., COMMUNITY DECISION-MAKING SYSTEMS

[30] Bruyn, Severyn T., Communities in Action---patterns and process; College & University Press, New Haven, Conn. 1963.

Appendix A

Bibliography - reports, plans, and program materials reviewed in the study:

Southern Illinois Health Services Coordination Council - a proposal for health planning in a 27 county state planning and administration area; Comprehensive Health Planning, 903 S. Elizabeth Street, Carbondale, Illinois 62901

Series of pamphlets by Professor Raymond Wakeley, Community Development Services, Southern Illinois University, Carbondale, Illinois 62901.
- Number, Distribution, and Age of Physicians in Southern Illinois
- Hospital and Nursing Homes in Southern Illinois
- Types of Rural and Urban Community Centers in Southern Illinois
- Growth and Decline of Towns and Cities in Southern Illinois

Publications from the Greater Egypt Regional Planning Commission, 211½ West Main Street, Carbondale, Illinois 62901.
- Annual Reports
- Periodic Newsletter Series
- The Comprehensive Plan for the Greater Egypt Region (1964)
- The Comprehensive Plan for the Greater Egypt Region - A Summary
- The Overall Economic Development Plan--1967 (OEDP)
- County Plans for the Counties of Franklin and Jefferson
- The OEDP for Williamson County
- Citizens in Planning, Final Report and Evaluation---a citizen involvement educational program

An Introduction to the Study of Technological Change and Its Consequences for Regional and Community Development---Illinois Department of Business and Economic Development---1967 Springfield, Illinois.

A Suggested Revision of Dimentions of Education For Action (a program discussion draft)--1970. Cooperative Extension Service--CRD, University of Illinois, Urbana, Illinois 61801

Shawnee Project Plan - 1967, RC&D Project, S.C.S. - USDA, P.O. Box 998, Carbondale, Illinois 62901

The Determinats of Success of Social Action Programs at The Community Level: Community Development in Southern Illinois, by Malcolm J. Martin and Donald E. Voth, Community Development Services, Southern Illinois University, Carbondale, Illinois 62901.

Tomorrow's Horizons, A Framework for the Big Muddy River Basin in Southern Illinois; prepared under supervision of the Big Muddy Coordinating Committee to the Water Resources Council 1025 Vermont Ave., N.W. Washington, D. C. 20005

The Economic Potentials of Tourism and Recreation in Southern Illinois. Ill. Dept. of Business & Economic Development in Cooperation with Student and Area Services, Southern Illinois University - 1966

An Appraisal of Potentials for Outdoor Recreational Development Big Muddy River Basin - Illinois. USDA - Soil Conservation Service - 1968. P.O. Building, Benton, Illinois 62812.

An Appraisal of Potential For Outdoor Recreational Development for the Area of Shawnee Resources Conservation and Development Project - Illinois. USDA - Soil Conservation Service - 1969. P.O. Box 998, Carbondale, Illinois 62901

Recreational and Development Program, Rend Lake Area - Southern Illinois, EDA, U.S. Dept. of Commerce, for the Rend Lake Conservency District, Benton, Illinois 62812.

Appendix B

AD HOC COMMITTEE ON REGIONAL DEVELOPMENT
in the five county Greater Egypt Planning Region of Southern Illinois
(winter 1971-72)

Ron Abraham
U.S. Forest Service
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Farmers Home Administration
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John Crain
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Wenstead R. Davie
ASCS Fieldman
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Russell W. Davis
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Bill Hurst
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Senator Gene Johns
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Richard Jones, Manager
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State Representative
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Dr. Maxine Rosenbarger
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Carbondale, Illinois 62901

Pete Talbert
Alcohol and Drug Info. Center
1400½ Walnut
Murphysboro, Illinois 62966

Harry Treadwell
Freeman Coal Company
Route 37, North
West Frankfort, Illinois 62896

Rev. William R. Warner
United Methodist Church
214 West Main
Carbondale, Illinois 62901

Program Development Committee (the core group):

R. Carlock
J. Menzie
B. Morris
D. Morris
F. Moreno
R. Nelson
M. Poggas
J. Rea

Attendance at ad hoc committee activities:
January 25 meeting:

Thomas L. Wimberly (for Bill Hurst), John S. Crain, Richard D. Jones, John H. Bicket, W. H. Morris, Geoffrey Hughes, James Rea, Harry Treadwell, James Menzies, Maxine Rosenbarger, Marion J. Poggas, Peter Talbert, William E. Weber, Robert E. Nelson, Theadore R. Tiberend (for Wenstead R. Davie), Representative Richard O. Hart, Martin G. Anderson.

February 29 workshop:

Richard Hart, Gilbert Sears (S.I.U. graduate student), A. E. Ramsey, Martin Anderson, David Morris, James Rea, Bill Hurst, Ron Abraham, James Menzie, Robert E. Nelson, W. A. Morris, Marion J. Poggas, Robert Carlock.

April 4 meeting:

Robert E. Nelson, James Menzie, W. R. Davie, W.A. Morris, Ron Abraham, William Hurst, Franklin H. Moreno, Robert Carlock, and Martin Anderson.

Appendix C

ATTITUDE SURVEY

Background. This instrument is an outgrowth of planning for an interorganizational workshop to be held at the recommendation of interested persons attending a meeting in Benton, Illinois, January 25, 1972. The group met on an ad hoc basis in response to their interest expressed in individual interviews with Mr. Martin Anderson of Cornell University, on a special study assignment. Individuals interviewed in some respects were selected at random, but were identified by Mr. Anderson as persons in responsible positions with various organizations, agencies and institutions located, or with offices in southern Illinois, and whose responsibilities include regional planning and development. Though their respective assigned areas in most cases are broader than the Greater Egypt Region of five counties, the identification process related to those serving this Region. No attempt was made to identify total representation, participation being open; nor were all persons notified of the meeting in attendance. These individuals are broadly identified with either higher education, social and economic service of state and federal government agencies, finance, development promotion, or political office.

The following overall objective of the group to meet subsequently in an interorganizational workshop was isolated from discussion at the first meeting, and from several interim sessions with members asked to serve in a smaller group to develop the workshop.*

Overall Objective:

...help identify a process to improve public development efforts in rural areas, by capitalizing on interagency conflicts, power struggle, and interpersonal differences among professionals with a variety of agencies and organizations in the region.

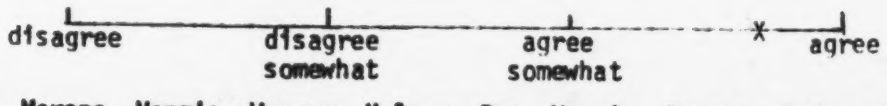
A Proposition:

...public development efforts would be enhanced, if there was a way to more effectively mesh many governmental agency programs...

This proposition is based on comments from the Benton meeting, and elsewhere, of the following nature:

1--governmental agencies and area development groups and individuals at times pursue programs and projects that may work at cross purpose to each other's programs, projects, or planning efforts.

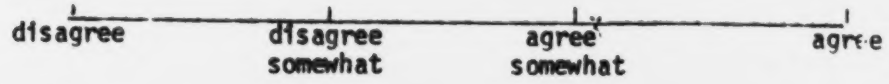
2--effective regional development is hampered by an inability to coordinate governmental service and community educational functions in support of an overall plan.



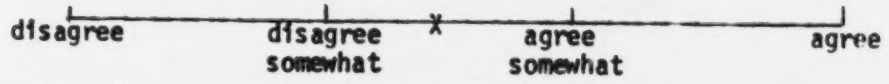
*(Carlock, Moreno, Menzie, Warner, Nelson, Rea, Morris, Poggas, Anderson).

**"X" (on scale)--Group Average.

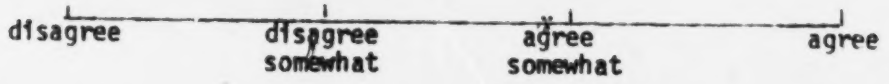
3--agency professionals understand problems of the Region, but not being involved in comprehensive planning, are not committed to a regional course of action.



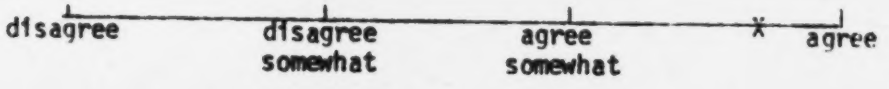
4--regional comprehensive planning responds to needs of local elected officials; hence has limited concern for agency programs or projects which are directed from a state or federal office.



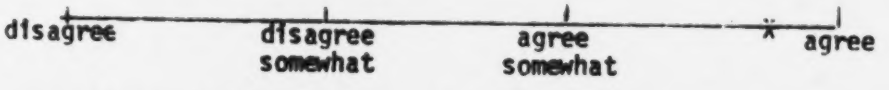
5--too much emphasis goes into preparing a technically sound plan, to the detriment of working with people where they are in their opinions, feelings, and perceived needs.



6--Agency professionals and comprehensive planning professionals need to communicate on regional problems at several stages in plan preparation.



7--Agency professionals of a level than can provide decisions and comprehensive planning professionals need to communicate on regional problems at several stages in plan preparation.



8--interagency communication can best succeed by individual involvement in informal group discussions, focused on specific personality conflicts, and program incompatibilities.

2/29/72

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